

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 VO-03 SCA-01 INSE-00 SR-02 ORM-01 L-02

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----- 119855

R 151135Z NOV 74

FM AMEMBASSY BELGRADE

TO SECSTATE WASHDC 1192

INFO AMEMBASSY BUCHAREST

AMEMBASSY BUDAPEST

AMEMBASSY PRAGUE

AMEMBASSY SOFIA

AMEMBASSY WARSAW

AMCONSUL ZAGREB

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E.O. 11652: N/A

TAGS: CVIS, YO, BU, RO

SUBJ: CONCERNING EMIGRATION FROM EASTER EUROPEAN COUNTRIES

REF: STATE 236660

1. SUMMARY: YUGOSLAV EMIGRATION POLICY IS LIBERAL AND OPEN. REMITTED EARNINGS FROM NEARLY ONE MILLION YUGOSLAV "GUEST WORKERS" EMPLOYED ABROAD ARE IMPORTANT SOURCE OF FOREIGN EXCHANGE. WHILE TRAVEL OF YOUNG MEN SUBJECT TO MILITARY DRAFT AND OF SOME POLITICAL DISSIDENTS RESTRICTED, OUTFLOW OF YUGOSLAVS DEPENDS PRIMARILY ON ECONOMIC CONDITIONS AT HOME AND ABROAD AND IMMIGRATION POLICIES OF OTHER GOVERNMENTS.

2. GENERAL ATTITUDES AND POLICY (QUESTIONA). YUGOSLAV GOVERNMENT ALLOWS ESSENTIALLY FREE EMIGRATION TO WEST. THERE ARE NO RESTRICTIVE POLICIES TOWARD EMIGRATION OF MINORITIES, AND LARGE NUMBERS
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OF MINORITY ETHNIC GROUPS (MACEDONIANS, BOSNIAN MUSLIMS, AND

ALBANIANS) GO ABROAD TO WORK AND LIVE SINCE AREAS FROM WHICH THEY ORIGINATE ARE LESS DEVELOPED ECONOMICALLY. FEDERAL BUREAU OF EMPLOYMENT ENCOURAGES FOREIGN LABOR RECRUITERS IN LESS DEVELOPED AREAS WHERE UNEMPLOYMENT IS HIGH.

3. NEARLY ONE MILLION YUGOSLAV "GUEST WORKERS" ARE EMPLOYED IN WESTERN EUROPE AND EARNINGS THEY REMIT TO YUGOSLAVIA (ALMOST \$1.4 MILLION IN 1973) ARE VITAL SOURCE OF FOREIGN EXCHANGE. GOY EXPECTS THESE WORKERS WILL RETURN TO YUGOSLAVIA WHEN EMPLOYMENT PROSPECTS ARE BETTER OR, LESS PROPITIOUSLY, WHEN OPPORTUNITIES ABROAD ARE WORSE. EVEN THOUGH THEY ARE ABRAD, GOY TRIES TO PROMOTE THEIR INTERESTS, FOR INSTANCE, SOCIAL INSURANCE RIGHTS, AND TO MAINTAIN TIES TO YUGOSLAVIA THROUGH CHEAP GROUP TRAVEL, PUBLICATIONS AIMED AT GUEST WORKERS, SCHOOLING IN NATIVE LANGUAGES, FOREIGN BRANCHES OF YUGOSLAV BANKS, AND CULTURAL PRESENTATIONS. IN ADDITION TO GUEST WORKERS WHO LIVE ABROAD FOR EXTENDED PERIODS, MANY YUGOSLAVS WHO LIVE NEAR TRIESTE COMMUTE DAILY TO JOBS IN ITALY.

4. MAIN TEMPORARY BARRIER TO EMIGRATION, OR INDEED ANY TRAVEL ABROAD, IS GOY'S RELUCTANCE TO ISSUE PASSPORTS TO YOUNG MEN BEFORE THEY HAVE COMPLETED OBLIGATORY MILITARY SERVICE OR OBTAINED AN EXEMPTION. YUGOSLAV MALES ARE SUBJECT TO DRAFT AND USUALLY ENTER MILITARY AT AGE 19 FOR 15 TO 18 MONTHS OF ACTIVE. RESERVE OFFICERS AND NON-COMMISSIONED OFFICERS ALSO FACE TRAVEL RESTRICTIONS FOR VARYING PERIODS AFTER COMPLETING ACTIVE DUTY.

5. GOY IS ALSO SOMEWHAT CONCERNED ABOUT "BRAIN DRAIN", OR LOSS OF SKILLS NEEDED IN YUGOSLAV ECONOMY TO BETTER-PAYING JOBS OVERSEAS, BUT HAS NOT TAKEN EFFECTIVE ACTION TO STOP IT. (SEE PARA 7).

6. THERE ARE ALSO INDIVIDUALS, SUCH AS PROMINENT DISSIDENTS MILOVAN DJILAS AND MIHAJLO MIKAHLOV, WHOSE PASSPORTS ARE DENIED FOR POLITICAL REASONS. TOTAL NUMBER OF PEOPLE AFFECTED IS BELIEVED RELATIVELY SMALL. WHETHER THOSE AFFECTED WOULD DESIRE TO EMIGRATE PERMANENTLY IF THEY WERE ABLE TO IS NOT KNOWN.

7. RECENT EVOLUION (QUESTION B)

THERE HAS BEEN NO BASIC CHANGE IN YUGOSLAV EMIGRATION POLICY IN RECENT YEARS. SIGNIFICANT NUMBERS OF GUEST WORKERS BEGAN TO GO LIMITED OFFICIAL USE

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ABROAD IN MIDDLE 1960'S BUT NUMBERS ARE NOW DECLINING DUE TO WORSENING ECONOMIC CONDITIONS ABROAD. PROVISION OF ADEQUATE EMPLOYMENT OPPORTUNITIES IN YUGOSLAVIA IS IMPORTANT NATIONAL GOAL, AND TENTH CONGRESS OF LEAGUE OF COMMUNISTS IN MAY 1974, RESOLVED "TO CREATE THE CONDITIONS FOR A GRADUAL REDUCTION IN THE NUMBER OF WORKERS TEMPORARILY EMPLOYED ABROAD BY IMPROVING EMPLOYMENT OPPORTUNITIES AND LIVING STANDARDS..." GOY HAS TRIED TO REGULATE, BUT NOT TO PROHIBIT EXODUS OF WORKERS. CONCERNED BY LOSS OF

SKILLS NEEDED AT HOME, GOY IN JULY 1974 PASSED SOCIAL ACCORD WHICH ENVISAGES ALL FUTURE JOB OFFERS FROM ABROAD BEING PROCESSED BY FEDERAL BUREAU OF EMPLOYMENT. MAJOR LABOR-IMPORTING NATIONS OF WESTERN EUROPE (BUT NOT CANADA AND AUSTRALIA) HAVE AGREED TO CONDUCT RECRUITING THROUGH FEDERAL BUREAU, WHICH WILL NOT CERTIFY WORKERS WITH NEEDED SKILLS, SUCH AS TECHNICAL MILITARY TRAINING. IN PRACTICE, WORKERS WHOSE SKILLS ARE IN DEMAND CAN CIRCUMVENT SYSTEM BY TRAVELING AS TOURISTS AND ARRANGING FOR A JOB DIRECTLY WITH FOREIGN EMPLOYER. IN GENERAL, OUTFLOW OF PEOPLE SEEMS TO DEPEND NOT ON YUGOSLAV EMIGRATION POLICY, BUT ON ECONOMIC CONDITIONS IN YUGOSLAVIA AND OVERSEAS AND ON IMMIGRATION POLICIES OF OTHER GOVERNMENTS.

8. POST VISAS STATISTICS (QUESTION C) - (INCLUDES FIGURES FOR BELGRADE AND ZAGREB).

CALENDAR YEAR

1968 1969 1970 1971 1972 1973

IMMIGRATION VISAS ISSUED 2603 3146 2670 2146 1792 1783

IMMIGRATION VISAS REFUSED 46 11 14

"BACKLOG" (APPLICATIONS BEING PROCESSED 871

NOTE: MANY YUGOSLAVS EMIGRATE TO UNITED STATES AS "POLITICAL REFUGEES", OBTAINING ADMISSION AS CONDITIONAL ENTRANTS AT OFFICES OF IMMIGRATION AND NATURALIZATION SERVICE IN WESTERN EUROPE. YUGOSLAVS CONSTITUTE LARGE PROPORTION OF WORLDWIDE TOTAL OF "REFUGEES" BECAUSE OF EASE WITH WHICH THEY CAN TRAVEL ABROAD. MORE YUGOSLAVS HAVE EMIGRATED THIS WAY THAN WITH ORDINARY IMMIGRANT VISAS IN RECENT YEARS. EMBASSY BELIEVES ALMOST ALL OF THESE "REFUGEES" ARE IN FACT MOTIVATED PRIMARILY BY DESIRE TO IMPROVE STANDARD OF LIVING.

9. EXPECTED CHANGE (QUESTION D) - NO CHANGE EXPECTED IF EXISTING RESTRICTION REMOVED.

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10. OTHER EMBASSY STATISTICS (QUESTION E)

AS DEPARTMENT AWARE, IMMIGRATION SYSTEM AND PROCEDURES OF WEST EUROPEAN AND OTHER COUNTRIES (EXCEPT CANADA AND AUSTRALIA) NOT DIRECTLY COMPARABLE WITH US IMMIGRATION SYSTEM. FOR EXAMPLE, VERY FEW OF WHAT WE WOULD CALL "IMMIGRANT" VISAS WERE ISSUED BY WEST EUROPEAN EMBASSIES CONTACTED IN BELGRADE. GENERALLY SUCH APPLICANTS HAVE PREFERENTIAL STATUS THROUGH FAMILY RELATIONSHIPS WHICH WOULD ENTITLE THEM TO CITIZENSHIP IN COUNTRY TO WHICH IMMIGRATING. IN MOST SUCH CASES, YUGOSLAV CITIZENSHIP MUST BE ABANDONED BEFORE IMMIGRATION PERMITTED.

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PRS-01 PA-01 USIA-06 NEA-06 /073 W

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R 151135Z NOV 74

FM AMEMBASSY BELGRADE

TO SECSTATE WASHDC 1193

INFO AMEMBASSY BUCHAREST

AMEMBASSY BUDAPEST

AMEMBASSY PRAGUE

AMEMBASSY SOFIA

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11. VAST MAJORITY OF OVER ONE MILLION YUGOSLAVS WHO ARE ABROAD FOR EXTENDED PERIODS ARE "GUEST WORKERS" AND "EMIGRANTE" WITH WORK VISAS ISSUED BY LABOR DELEGATIONS OR EMBASSIES HERE, OR WITH WORK AND TEMPORARY RESIDENCE PERMITS OBTAINED IN HOST COUNTRY AFTER ARRIVAL. PERMANENT RESIDENCE USUALLY IS GRANTED ONLY AFTER EXTENDED TEMPORARY RESIDENCE (AS MUCH AS 10 YEARS). WITH CURRENT ECONOMIC SITUATION, HOWEVER, ISSUANCE OF NEW WORK VISAS (AS OPPOSED TO RENEWALS) TO YUGOSLAVS HAS BEEN SUSPENDED IN MOST WEST EUROPEAN COUNTRIES. RECENT REDUCTION IN NUMBER OF "GUEST WORKERS" GOING ABROAD IS FACTOR OF GENERAL ECONOMIC TURNDOWN RATHER THAN OF ANY EFFORT BY GOY TO CUT DOWN EMIGRATION.

12. THERE IS NO ISRAELI EMBASSY IN BELGRADE.

13. AUSTRALIA:

FISCAL YEARS (JULY 1 - JUNE 30)

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1973 1974 1975 (AUTHORIZED)

IMMIGRANT VISAS ISSUED 5000 3500 1900

REDUCTION HAS BEEN DUE TO AUSTRALIAN POLICY ENTIRELY. CURRENTLY, 4,500 APPLICATION ARE ON FILE, BUT AT MOST ONLY 3,000 COULD BE ACCEPTED IN NEXT YEAR. AUSTRALIAN EMBASSY IN BELGRADE ALSO SERVES ROMANIA AND BULGARIA. IN PAST TEN YEARS THEY HAVE CERTIFIED TOTAL OF 180 ELIGIBLE IMMIGRANTS FROM ROMANIA AND 113 FROM BULGARIA, BUT NOT ALL OF THESE WERE ABLE TO OBTAIN PASSPORTS.

14. AUSTRIA:

WORK VISAS: MORE THAN 1,000 PER MONTH NOW BEING ISSUED. ANNUAL TOTALS NOT AVAILABLE BUT PROBABLY 1/3 TO 1/2 OF WEST GERMAN FIGURE. IMMIGRANT VISAS: NONE ISSUED SINCE 1972. EARLIER STATISTICS UNAVAILABLE.

15. CANADA

	IMMIGRANT VISAS ISSUED (PERSONS)	REFUSED (CASES)
1969	3,505	907
1970	5,607	184
1971	2,469	792
1972	2,394	994
1973	2,691	839
1974 (THRU OCT)	2,794	593

PENDING THRU JUL 74 -- 2153

REFUSED (CASES) EACH CASE MAY INVOLVE SEVERAL INDIVIDUALS.

16. DENMARK

1968 1969 1970 1971 1972 1973 1974

WORK VISAS ISSUED: 23 160 1250 100 130 330 200(EST)

NO WORK VISAS WERE REFUSED BEFORE 1/27/74. ABOUT 400 HAVE BEEN REFUSED SINCE THEN. IMMIGRANT VISAS - APPROXIMATELY 5 PER YEAR FOR MARRIAGE CASES.

17. FEDERAL REPUBLIC OF GERMANY
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WORK VISAS ISSUED

1969 67,752

1970 106,495

1971 73,492

1972 47,815

1973 76,111

1974 2,000 (EST.)

ABOUT 50-50 OTHER IMMIGRANT VISAS HAVE BEEN ISSUED EACH YEAR.

18. FRANCE

1972 1973 1974 (EST.)

YUGOSLAV WORKERS 7,500 9,500 3,00

INCLUDES WORK VISAS AND TOURISTS WHO WORK. VERY FEW WORK VISAS
HAVE BEEN ISSUED SINCE JULY 1, 1974, DUE TO CHANGE IN FRENCH POLICY.

19. GREECE

NO WORK OR IMMIGRANT VISAS HAVE BEEN ISSUED IN RECENT YEARS.

20. ITALY

SINCE 1966 NO VISAS HAVE BEEN REQUIRED FOR STAYS OF UP TO
THREE MONTHS. VISAS FOR LONGER STAY, USUALLY STUDENTS OR WORKERS,
HAVE BEEN NEGLIGIBLE IN NUMBER.

21. NETHERLANDS

1971 1972 1973 1974 TO DATE

WORK VISAS ISSUED 4,710 1,148 1,099 950

22. NORWAY

THERE ARE 500-1,00 YUGOSLAV GUEST WORKERS IN NORWAY NOW.
STATISTICS FOR NUMBERS ADMITTED EACH YEAR ARE NOT AVAILABLE
AT EMBASSY SINCE PROCESS CONTROLLED FROM OSLO.

23. SWEDEN

THERE ARE APPROXIMATELY 45,000 YUGOSLAWS LIVING IN SWEDEN
NOW, AND 27,000 OF THEM ARE EMPLOYED. LARGEST FLOW CAME BETWEEN
1969 -,\$ 1971, AND PRESENT FLOW IS NEGLIGIBLE DUE TO
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RESTRICTIONS IMPOSED BY SWEDEN FRO ECONOMIC REASONS.

24 TURKEY

NO WORK VISAS. IMMIGRANT VISAS ESTIMATED TO HAVE BEEN
300 IN 1968 AND 1969, DECREASING TO PRESENT LEVEL OF UNDER
100 PER YEAR.

25. UNITED KINGDOM

NO DATA AVAILABLE AT EMBASSY SINCE WORK PERMITS ISSUED

DIRECTLY FROM LONDON AND NO VISA IS REQUIRED.

26. FEES (QUESTION F)

ONLY NOMINAL CHARGES ARE LEVIED FOR PASSPORTS. NO EXIT VISA IS REQUIRED. PASSPORTS ARE ISSUED BY SECRETARIAT FOR INTERNAL AFFAIRS (SUP). PASSPORT FEE IS 200 DINARS, OR ABOUT DOLS 12.00 U.S. ONE APPLICATION FORM AND TWO PHOTOGRAPHS ARE REQUIRED AND ISSUANCE TAKES ABOUT ONE WEEK.

27 CONCLUSION

WHILE SOME MINIMAL RESTRICTIONS DO EXIST, YUGOSLAV EMIGRATION POLICY IS ESSENTIALLY FREE, AND NOT TO BE CAPARED WITH ITS NEIGHBORS IN EASTERN EUROPE. NO DISCRIMINATION AGAINST MINORITY GROUPS IS PRACTICED. NO EXORBITANT EXIT OR PROCESSING FEES ARE COLLECTED.

A YUGOSLAV WHO HAS COMPLETED MILITARY SERVICE HAS LITTLE DIFFICULTY OBTAINING PASSPORT AND EMINGRATING OR TRAVELING ABROAD TEMPORARILY, AS HE WISHES.

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